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Police Personnel and Expenditures in Canada - 1996 and 1997

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Police Personnel and Expenditures in Canada - 1996 and 1997

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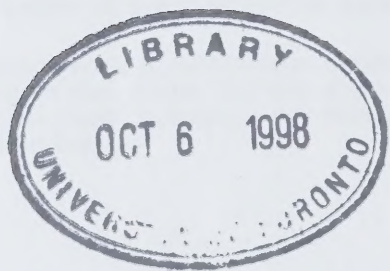
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Highlights

- In response to increased fiscal restraint at all levels of government, the number of police per capita declined for the sixth consecutive year in 1997 to 181 police officers per 100,000 population. Although the decrease in 1997 was less than 1%, the total decrease over these six years was 11%.
- Police officer strength had increased steadily during the 1960's and early 1970's, peaking in 1975 at 206 officers per 100,000 population. Between 1975 and 1991, police strength remained relatively stable, with the number of officers increasing at about the same rate as the Canadian population.
- The 54,699 police officers in 1997 actually represented a small increase over 1996, the first increase in the last five years. However, this figure was still 4% lower than the 1992 high of 56,992 officers.
- The number of constables increased 1.5% (increase of 578 constables) from 1996. In recent years, cutbacks have been more noticeable at the senior ranks than at the constable ranks. This reflects the pressures police forces are facing to reduce costs but still maintain service levels, as constables represent the majority of police "on the street".
- Manitoba had the most officers per capita in 1997 (195 per 100,000 population), followed by Quebec at 185. Up to 1995, Quebec had reported the highest ratio of police per capita but over the last two years they experienced declines in their police strength. Newfoundland (141) and Prince Edward Island (149) reported the lowest rates. While police strength has been declining in most jurisdictions in recent years, the ratio of police per capita in British Columbia has increased by 4% over the last two years.
- Among major metropolitan areas, Thunder Bay (189), Winnipeg (182), Saint John (176), Montréal (174) and Windsor (170) had the most police per capita, while Kitchener-Waterloo (117) and Chicoutimi-Jonquière (114) had the fewest.
- The proportion of female police officers has been increasing annually since the early 1970's. The number of female officers increased by 8% in 1997, while the number of male officers remained stable. Females now account for one in every 9 officers, compared to one in 20 officers just a decade ago.
- In 1996, policing expenditures totalled \$5.86 billion, a cost of \$195 per Canadian. Expenditures on policing have remained relatively constant over the last four years, after increasing by an average of 7% annually between 1985 and 1992. After adjusting for inflation, expenditures have actually decreased annually since 1992.
- Quebec (\$174) and Ontario (\$171) had the highest municipal and provincial policing costs per capita in 1996, while Newfoundland (\$97) and Prince Edward Island (\$100) had the lowest.

Overview of Policing in Canada

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial and municipal. The federal government, through the RCMP, is responsible for enforcement of federal statutes in each province and territory, and for providing services such as forensic laboratories, identification services, the Canadian Police Information Centre (CPIC), and the Canadian Police College.

Each province/territory assumes responsibility for its own provincial/territorial and municipal policing. Municipal policing consists of enforcement of the Criminal Code, provincial statutes, and municipal by-laws within the boundaries of a municipality or several adjoining municipalities which comprise a region (e.g. Durham Regional Police in Ontario), or a metropolitan area (e.g. Montreal Urban Community). In addition, a number of First Nations communities have taken over policing responsibility on their reserves in recent years.

Provincial policing involves enforcement of the Criminal Code and provincial statutes within areas of a province not served by a municipal police force (i.e. rural areas and small towns). In some cases, there may be an overlapping of policing boundaries. For example, provincial police perform traffic duties on major provincial thoroughfares which pass through municipal jurisdictions. Some provinces have their own provincial police force (e.g. Ontario Provincial Police) while others contract the RCMP to provide provincial policing.

The Changing Policing Environment

In the 1990s, police forces have had to cope with increasing fiscal restraint at all levels of government. The fear of crime and the concern for public safety are major issues in society which can lead to increased demands on the police, even though crime rates have been dropping in recent years. Police forces have had to come up with more efficient means to deal with these issues.

In order to address the need to reduce costs, police forces have reviewed various alternatives in providing policing to their community. There has been a trend in recent years toward the "regionalization" of a number of small community police forces into one larger amalgamated one. Cities and towns are also considering acquiring policing services "under contract" or "merging" with an existing police force.

Cost-recovery and fee-for-service are other measures that police forces have put into place to help offset some of their costs. The types of cost-recoverable services that are being provided by the police include: security clearance checks, responding to false alarms, screening for employment/ volunteers, permits and licenses, insurance confirmations, and others.

Private security has been increasing in recent years. Public policing may not always be able provide the type and level of service that society demands, particularly in times of declining resources. Private security has taken over a number of areas in recent years, that were once under the public police jurisdiction.

Community-based policing is a concept that has emerged in the 1990s. It addresses the fear of crime and concern for public safety by putting police officers in a more "visible" role. Police officers work in partnership with the community to reduce and prevent crime. Cutbacks in police officers in recent years have been most noticeable at the senior ranks, which has allowed the police forces to maintain the same level of constables "on the street".

This report will examine these areas in more detail in the context of recent trends in police personnel and expenditure data as reported through the Police Administration Annual Survey.

The Police Administration Annual Survey collects personnel data which are actual strength as of June 15th for the current year and final expenditure data for the previous year. Therefore, data presented in this report represent police personnel and civilians as of June 15th 1997 and final expenditures for the year 1996 (or 1996-97 for those forces operating on a fiscal year). Please refer to the methodology section for an explanation of the changes to the survey made in 1996.

Police Personnel

Note to Readers

Personnel data: Personnel counts are based on full-time equivalents; part-time employees are converted to full-time equivalents (e.g. 4 employees working 10 hours per week would equal 1 full-time employee working a 40-hour week). Changes to the effective date for personnel strength were made in 1996, see methodology section.

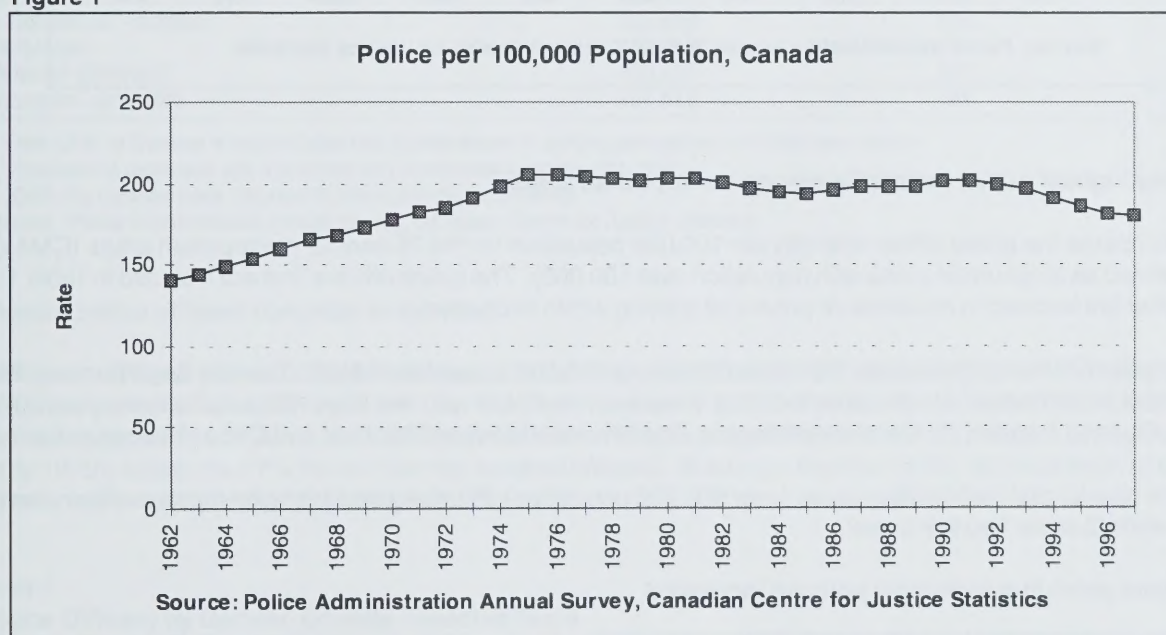
Police per capita continue to decline

Although the actual number of police officers increased for the first time in the last five years, the number of police per capita dropped for the sixth straight year. There were 181 officers for every 100,000 persons in Canada for 1997, a rate similar to the police strength evident 25 years ago, as Figure 1 indicates.

Police officer strength had increased steadily during the 1960's and early 1970's, peaking at 206 police per 100,000 population in 1975. Between 1975 and 1991, police officer strength increased at about the same rate as the Canadian population. With all levels of government experiencing fiscal restraint in the 1990's, the police to population ratio has been declining for the last six years.

In 1997, there were 54,699 sworn police officers in Canada, an increase of less than 1% from last year and the first increase in the last five years. The number of police officers peaked in 1992 at 56,992 officers.

Figure 1



Manitoba has most police per capita

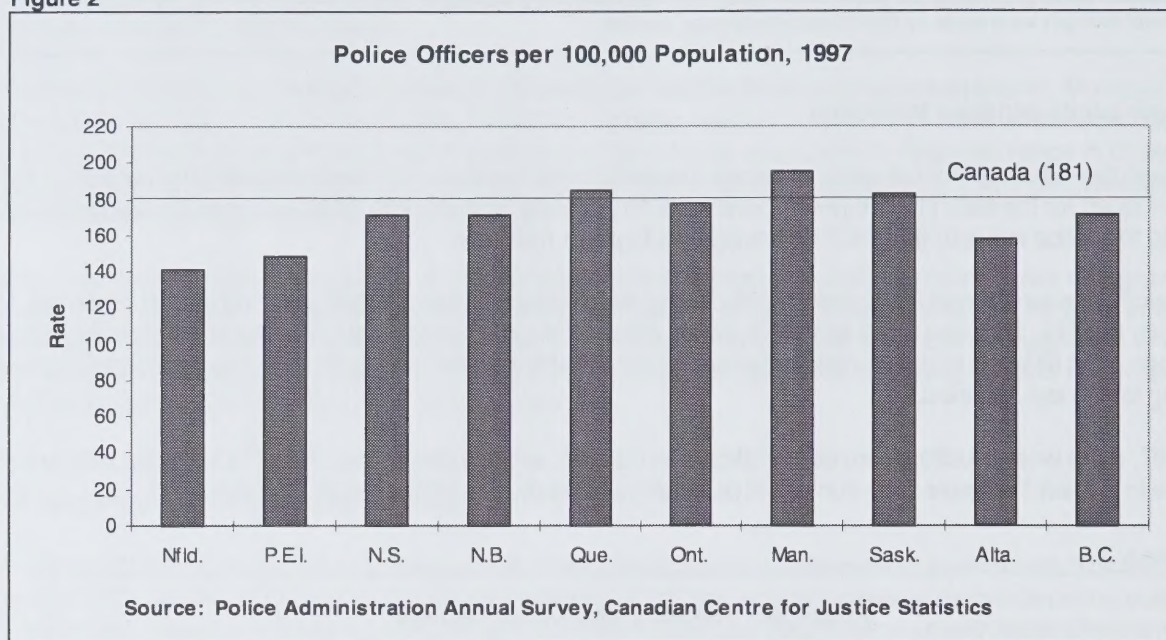
Figure 2 shows the number of police officers per 100,000 population in the provinces for 1997. The Northwest Territories and the Yukon were excluded from this graph as their sparse populations result in numbers of police officers per capita that are considerably higher than the rest of Canada (see also Table 7).

Newfoundland and Prince Edward Island had the lowest number of police officers per 100,000 (141 and 149, respectively), while Manitoba had the highest (195), followed by Quebec at 185. Until 1995, Quebec had shown the highest number of police officers per capita. The number of police officers in Quebec dropped by 6% between 1994 and 1996, with 1997 showing a smaller decrease (-0.3%).

Police Personnel and Expenditures in Canada – 1996 and 1997

Newfoundland has also shown a large decrease in police strength per capita over the past six years, declining a total of 11%. While police strength has been decreasing at the national level in recent years, police per capita in British Columbia have increased by 4% over the last two years.

Figure 2



Thunder Bay highest police per capita among metropolitan areas

Table 1 compares the police officer strength per 100,000 population for the 25 census metropolitan areas (CMAs) in Canada (defined as large urban areas with population over 100,000). The police officers that are included in Table 1 are only those that are involved in municipal or provincial policing within each area.

There were five CMAs with more than 170 police officers per 100,000 population in 1997: Thunder Bay, Winnipeg, Saint John, Montréal, and Windsor. On the other extreme, there were six CMAs with less than 130 police officers per 100,000 population: Québec, London, St. Catharines-Niagara, Sherbrooke, Kitchener-Waterloo, and Chicoutimi-Jonquière.

Among the nine largest metropolitan areas (over 500,000 population), Winnipeg had the highest police officer strength per capita, while Québec had the lowest.

Police officers providing municipal policing increased

Police officers providing municipal policing services (including RCMP and OPP municipal contracts) accounted for 64% (34,806) of all police officers in Canada in 1997, up from 63% from last year. There were 13,687 police officers providing provincial policing services (including RCMP provincial policing contracts) which accounted for 25%. RCMP federal police officers accounted for 8% (4,647) of police officers, down from 9% from last year. RCMP administrative and law enforcement service officers (such as technical operations, laboratory services, informatics, etc.) comprised the remaining 3% (1,559) of police officers (Table 7).

Police Personnel and Expenditures in Canada – 1996 and 1997

Table 1

Police Officers in Census Metropolitan Areas¹ 1997

	Population ²	Police Officers	Police Officers per 100,000 population
Thunder Bay	128,922	244	189.3
Winnipeg	677,291	1,230	181.6
Saint John	128,924	227	176.1
Montréal	3,384,233	5,889	174.0
Windsor	298,125	508	170.4
Regina	198,845	328	165.0
Halifax	349,164	566	162.1
Toronto	4,511,966	7,100	157.4
Hull	256,461	397	154.8
Trois-Rivières	142,085	213	149.9
St. John's	174,118	256	147.0
Victoria	320,335	468	146.1
Saskatoon	222,842	320	143.6
Vancouver	1,927,998	2,760	143.2
Edmonton	899,466	1,272	141.4
Sudbury	165,757	227	136.9
Calgary	885,130	1,207	136.4
Hamilton	663,587	887	133.6
Ottawa	788,788	1,040	131.8
Québec	700,197	901	128.7
London	424,304	542	127.7
St. Catharines - Niagara ³	426,659	544	127.5
Sherbrooke	150,742	184	122.1
Kitchener-Waterloo ³	433,815	507	116.9
Chicoutimi-Jonquière	167,515	191	114.0

¹ The CMA of Oshawa is not included due to differences in policing jurisdiction and CMA boundaries.

² Populations represent July 1st preliminary postcensal estimates for 1997.

³ CMA Populations were adjusted to follow policing boundaries.

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Female police officers continue to increase

Women continue to increase their representation among police officers, now accounting for 11%. In 1997, the number of female police officers increased 8% over the previous year to 6,085. The number of male police officers remained stable, compared to a 2% drop in 1996. The proportion of female police officers remained constant during the 1960's and early 1970's at less than 1% (fewer than two hundred officers). Starting in the mid-1970s, the proportion of female police officers has increased steadily (Table 2 and Figure 3).

Table 2

Police Officers by Gender, Canada, Selected Years

Year	Male		Female		Total
	Number	%	Number	%	
1965	29,956	99.4	190	0.6	30,146
1970	37,763	99.5	186	0.5	37,949
1975	47,151	98.8	562	1.2	47,713
1980	48,749	97.8	1,092	2.2	49,841
1985	48,518	96.4	1,833	3.6	50,351
1990	52,461	93.6	3,573	6.4	56,034
1995	49,630	90.2	5,378	9.8	55,008
1997	48,614	88.9	6,085	11.1	54,699

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Figure 3



Constables on the rise

Data are collected on three categories of rank: senior officers; non-commissioned officers; and constables. The senior officer level includes officers who have reached the rank of lieutenant or higher, non-commissioned officers are those between lieutenant and constable, while all levels of constable are grouped together.

In 1997, police officer strength increased most at the constable rank. The number of constables increased 1.5% (increase of 578 constables) from the previous year. Constables now represent 71.5% of all police officers, the highest proportion since 1986 (the first year data were collected by rank), as Table 3 indicates. These numbers reflect the pressures most police forces are facing to reduce costs while retaining service levels. Constables represent the majority of police "on the street", while the senior and non-commissioned officer ranks are most often the management staff who may be less visible to the public.

The number of senior officers increased slightly (1.3% or 29 police officers) in 1997, while non-commissioned officers had a moderate decrease (-1.7% or 231 police officers). Between 1992 and 1996, the ranks above constable fell by 9% (senior officers down 16%, non-commissioned officers down 7%), while the constable ranks declined at a slower rate (-3%).

Most female police officers (92%) were at the constable rank in 1997. This is not surprising, given that many female officers are fairly recent additions and do not have the experience to qualify for the higher-ranking positions. Of the remaining women police officers, 7.5% were non-commissioned officers and less than one percent had attained senior officer status. The first woman chief of police was appointed in Guelph, Ontario in the fall of 1994, and, in 1995, a woman was appointed chief of a major municipal police force (Calgary, Alberta). Males continue to dominate the more senior ranks. Male police officers were distributed as 69% constables, 26% non-commissioned officers and 5% senior officers in 1997.

Police Personnel and Expenditures in Canada – 1996 and 1997

Table 3

Percentage of police officers by rank and gender, Canada, Selected Years

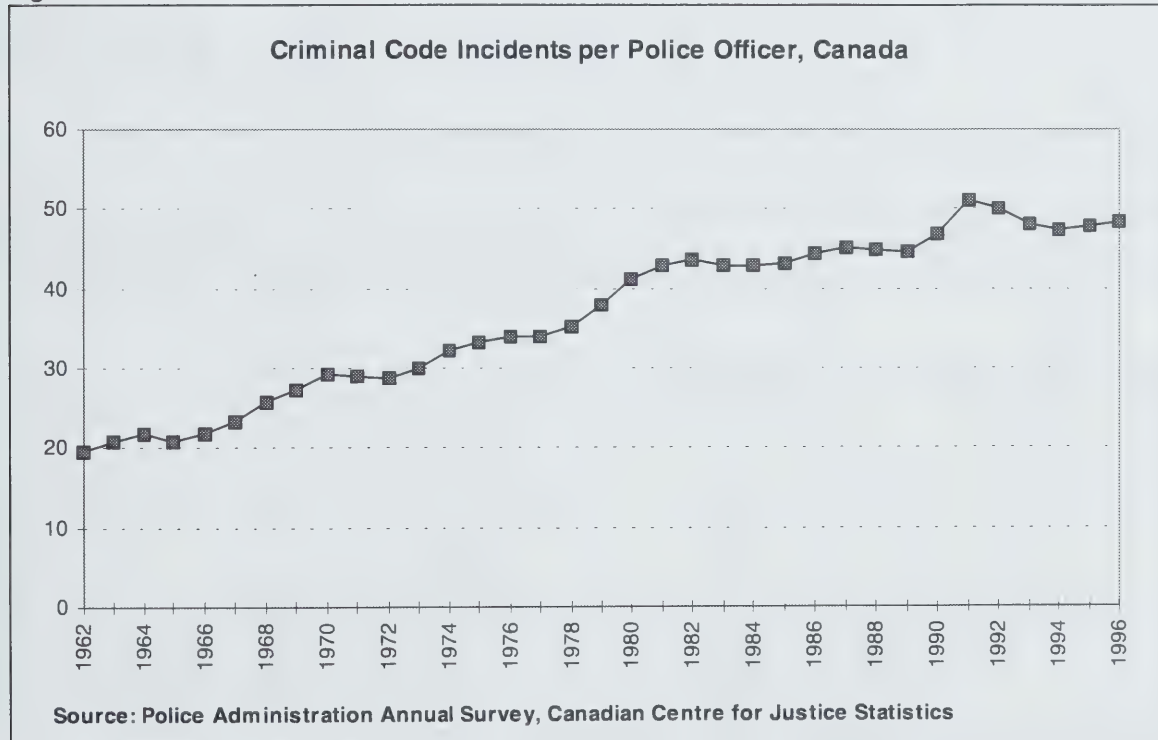
Year	Senior Officers	Non-Commissioned Officers	Constables	Total
	%	%	%	%
1986	5.2	25.4	69.4	100
1988	4.8	25.7	69.5	100
1990	4.7	25.1	70.3	100
1992	4.7	25.7	69.6	100
1994	4.5	25.4	70.2	100
1996	4.1	24.9	70.9	100
1997	4.2	24.3	71.5	100

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Incidents per officer continue to increase

The number of Criminal Code incidents per police officer may be used as a partial indicator of police workload. This ratio is affected by not only the number of police officers, but also by changes in the crime rate. The number of incidents per officer has been increasing steadily since 1962, as rising crime rates outpaced increases in the number of officers. There was a brief decline between 1991 and 1994, as the decrease in the crime rate during this period was greater than the decrease in police strength. The 48 incidents per officer in 1996 was almost 2 ½ times that of the 1962 figure of 20 (Figure 4).

Figure 4



Police Personnel and Expenditures in Canada – 1996 and 1997

Despite this increase, the overall clearance rate¹ has remained relatively constant over the past thirty-two years at about 35%. This suggests that the police have managed to keep pace with the increasing workload.

Civilian Staff

In 1997, the number of civilian personnel increased less than one-half of one percent from 1996. Over the past three decades, the two components of personnel employed by police forces (officers and civilians) have experienced different rates of growth. Figure 5 shows that the ratio of police officers to civilian employees dropped from a high of 4.6:1 in 1963 to a low of 2.7:1 in 1987. The decrease in the ratio reflected the re-assignment of duties such as dispatch and by-law enforcement from police officers to civilian employees. Since 1987, the number of civilian staff has remained stable at just under 20,000.

Figure 5



The distribution of males and females in the civilian category has undergone some change over the years. In the 1960s, males were the majority in this category. Starting in the 1970s, females surpassed the number of males in civilian personnel. By the mid-1980s, females accounted for two-thirds of all civilian staff, a level that still exists today (Table 4).

Table 4

Civilian Personnel by Gender, Canada, Selected Years

Year	Male		Female		Total
	Number	%	Number	%	
1965	3,842	53.9	3,291	46.1	7,133
1970	4,929	49.6	5,007	50.4	9,936
1975	5,218	37.8	8,576	62.2	13,794
1980	6,140	37.4	10,270	62.6	16,410
1985	5,950	33.6	11,752	66.4	17,702
1990	7,093	36.8	12,166	63.2	19,259
1995	6,393	33.2	12,866	66.8	19,259
1997	6,475	32.9	13,200	67.1	19,675

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

¹ The clearance rate represents the portion of "actual" incidents reported to police which are either "cleared by charge" or "cleared by other means". To clear an incident "by other means" indicates that there is sufficient evidence to lay an information (charge), but, for various reasons such as age of accused, death of an accused or complainant, or police discretion, the information is not laid.

Policing Expenditures

Note to Readers

Police expenditures include actual operating expenditures incurred during the 1996 calendar year or the 1996/1997 fiscal year (April 1996 to March 1997). Most municipal police forces operate on a calendar year while the provincial forces and the RCMP operate on a fiscal year. For the purposes of this report, policing expenditures will be referred to as calendar year (e.g. 1996). Expenditures include: salaries and wages, benefits, and other operating expenses such as accommodation costs, fuel, maintenance, etc.

In 1996 the expenditure section of the survey was revised, see methodology section. Also, due to variances in types of expenditures for which police departments are responsible, the figures provided may not always represent the complete cost of policing for a particular agency.

Policing costs stable

Expenditures on policing have remained relatively constant for the last four years, after increasing an average of 7% annually between 1985 and 1992. In 1996, policing expenditures in Canada totalled \$5.86 billion, a slight increase (0.8%) from 1995. After adjusting for inflation, expenses decreased (-0.7%) for the fourth straight year (Table 5, Figure 6). The \$5.86 billion represents a cost of \$195 per Canadian, one dollar less than 1995 (Table 6).

Policing represents nearly 60% of the money spent on the justice system. As a portion of total government spending, however, justice is relatively low (3%). Overall, governments spend approximately four times as much on health and also on education, than on the justice system².

Between 1985 and 1996, the distribution of the police dollar by expenditure type and among levels of policing has remained constant. Just over 80% of the police dollar continues to be spent on salaries, wages and benefits. Municipal policing continues to account for around 56% of policing expenditures, provincial policing 24%, federal policing (including the federal portion of RCMP contracts) 15%, and other RCMP costs accounting for the remaining 5% (Table 8).

Table 5
Current and Constant Dollar Expenditures on Policing, Canada

Year	Current Dollars		Constant Dollars	
	(\$000s)	Year to Year % change	(\$000s)	Year to Year % change
1985	3,542,240	...	3,689,833	...
1986	3,772,217	6.5	3,772,217	2.2
1987	4,027,809	6.8	3,858,055	2.3
1988	4,389,414	9.0	4,041,818	4.8
1989	4,684,760	6.7	4,109,439	1.7
1990	5,248,530	12.0	4,392,075	6.9
1991	5,426,887	3.4	4,300,227	-2.1
1992	5,716,833	5.3	4,462,789	3.8
1993	5,790,165	1.3	4,440,311	-0.5
1994	5,783,656	-0.1	4,425,138	-0.3
1995	5,808,607	0.4	4,351,017	-1.7
1996	5,856,055	0.8	4,318,624	-0.7

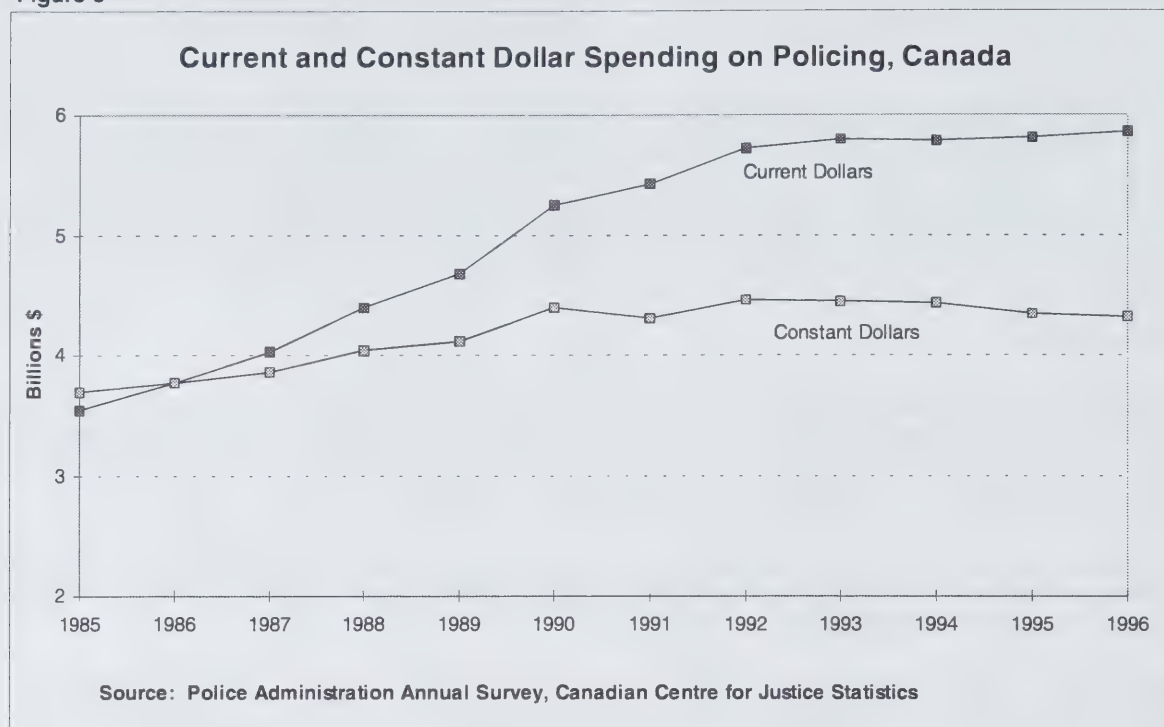
... Figures not applicable

Note: The Consumer Price Index was used to calculate constant dollars over a base year of 1986 (1986=100).

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

² "Justice Spending in Canada". Juristat Vol. 17. no. 3. Statistics Canada: Canadian Centre for Justice Statistics, 1997.

Figure 6



Quebec and Ontario have highest per capita costs

Figure 7 compares per capita policing costs of municipal and provincial policing by province for 1996. Only expenditures on municipal and provincial policing are included because the federal government is responsible for all federal policing and other RCMP expenditures. Per capita cost figures for Yukon and the Northwest Territories were excluded from the graph, as the sparse population results in per capita costs which were considerably higher than the rest of Canada. Further information on per capita costs is available in Table 8.

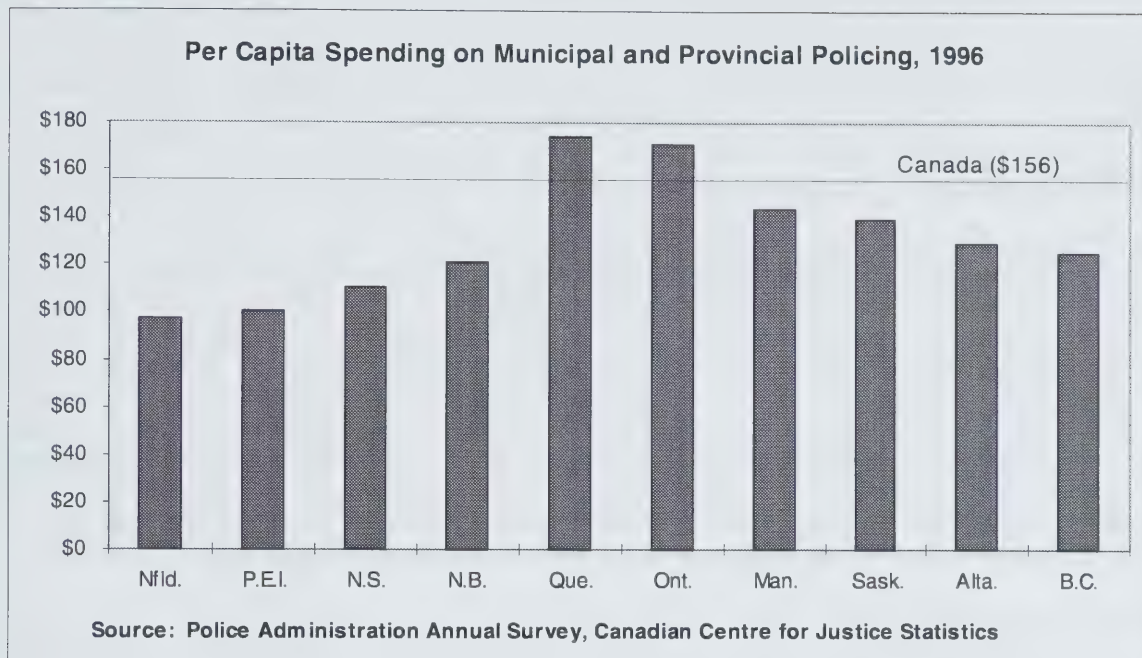
In Canada, the per capita cost of municipal and provincial policing during 1996 was \$156. Quebec had the highest per capita cost (\$174), closely followed by Ontario (\$171), while Newfoundland (\$97) and Prince Edward Island (\$100) had the lowest (Table 8). These patterns have existed since expenditure data were first collected in 1985. In 1996, Newfoundland reported a lower per capita cost than Prince Edward Island for the first time. This is primarily due to the recent declines in police officer strength in Newfoundland.

Contract Policing and Regionalization

With cutbacks to all levels of government spending, towns and municipalities are currently examining various options aimed at reducing policing costs. These include contracting, regionalization or merging. Contract policing is done in Canada at both the municipal and provincial/territorial levels.

Contracts have become popular in recent years as they are often viewed as a cost-effective alternative to maintaining a municipal police force. Between 1990 and 1996, there were approximately 30 municipal police forces that closed and are now being policed by municipal or provincial contracts. The populations of these cities ranged from 1,200 to 27,000.

Figure 7



A number of municipal police forces have expanded their city boundaries and in some cases formed regional police forces. These boundary expansions usually involve the amalgamation of two or more municipal police forces as well as some surrounding rural areas. The new regional force may also save the province some money by taking over the policing of the adjacent or rural area which would be under a provincial contract. Between 1990 and 1996, there were approximately 35 municipal police forces that closed and joined together with adjacent municipal forces.

Municipal Policing Expenditures

Provincial legislation can require that cities and towns, upon reaching a minimum population (between 500 and 5,000 depending on the province), maintain their own municipal police force. Municipalities have three options when providing municipal policing services: forming their own police force, joining with an existing municipal police force or entering into an agreement with the provincial police force. In 1997, there were 584 municipal police forces in Canada which included 198 RCMP municipal contracts and 36 OPP municipal contracts. In total, municipal policing accounted for 64% of all police officers and 56% of all 1996 policing expenditures.

Yukon, the Northwest Territories, and Newfoundland are the only areas in Canada without municipal police forces. Municipal policing in Newfoundland is managed differently than in other provinces. The Royal Newfoundland Constabulary, which is a provincial police force, provides policing only to the three largest municipalities (St. John's, Corner Brook, and Labrador City), with the costs paid by the provincial government. As a result of this arrangement, policing costs for these municipalities are included under the provincial policing costs (see Table 10). The remainder of the province is policed by the RCMP under a provincial policing agreement.

The RCMP employed 3,570 officers under contract in 198 municipalities in all provinces except Newfoundland, Quebec and Ontario. RCMP municipal policing contract charges are based upon the size of the municipality. During 1996, policing contracts in municipalities with a population of under 15,000 were billed 70% of the cost of the contract, while municipalities of 15,000 and over were billed 90% of the contract cost. This costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing municipal policing duties. Table 9 provides details on RCMP municipal policing expenditures separated by the amount paid by the municipality and the portion of the contract costs not billed to the municipality.

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There were 36 Ontario municipalities who contracted with the OPP to provide municipal policing, for a total of 414 police officers.

The remaining 350 municipal police forces employed over 30,000 officers, or 88.6% of municipal police officers in Canada, and accounted for 92.2% of the total municipal policing expenditures.

Provincial Policing Expenditures

Provincial policing accounted for almost one-quarter (23.6%) of policing costs in 1996. The RCMP provides provincial/territorial policing in all provinces and territories except Quebec and Ontario, which maintain their own provincial police forces: the Sûreté du Québec and the Ontario Provincial Police, respectively. Newfoundland also maintains their own provincial police force, the Royal Newfoundland Constabulary, which provides provincial policing to the three largest municipalities, as mentioned above, and contracts the RCMP to provide provincial policing to the remaining municipalities and the rural areas.

In the provinces and territories where the RCMP are contracted to provide provincial level policing, the provinces are billed 70% of the total contract costs. As with municipal policing, this costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing provincial policing duties. Table 10 provides information on the portion of the provincial policing contracts which are charged to the provinces.

Federal Policing Expenditures

In 1996, expenditures on federal policing totalled \$913.6 million which included the portion of municipal and provincial RCMP contract policing which is considered federal policing (\$253.4 million). The RCMP has responsibility in all provinces and territories for enforcement of federal statutes, protective services, and airport policing.

Other RCMP Policing Expenditures

RCMP administration, training, divisional and headquarters responsibilities accounted for an additional \$278.2 million. These responsibilities include services such as: forensic laboratory services; the Canadian Police College, which provides training and research for all domestic and foreign police forces; informatics support for management and operation of CPIC, an automated national computer information system which is available to all police forces; telecommunications services for data and radio transmissions to ensure all detachments receive current information; and United Nations peacekeeping services.

POLICING ISSUES

The policing environment has experienced significant change during the 1990s. Police forces are faced with increasing demands from society and yet resources are diminishing. In order for police forces to keep pace with a changing society, they must find more efficient and effective ways to do business. There are numerous issues that police are facing; however, this section will examine only the following: First Nations policing, community policing, private policing and cost-recovery/fee-for-service.

First Nations Policing

In April 1992, a new First Nations Policing Policy was created by the federal government. It involved increased funding over five years and a transfer of responsibility from the Department of Indian and Northern Affairs to the Solicitor General. The policy set out guidelines for negotiating and implementing tripartite policing agreements between the federal and provincial/territorial governments and First Nations communities.³

³ Ministry Secretariat, Solicitor General of Canada. *First Nations Policing Policy*. Canada: Ministry of Supply and Services Canada, 1992.

There are currently four types of First Nations policing arrangements in place across Canada:

- (i) The RCMP hires aboriginal police officers to police aboriginal communities under its jurisdiction, throughout Canada;
- (ii) The OPP provide administrative support and training as needed under a province-wide agreement. The policing is done by fully sworn aboriginal police officers in the aboriginal communities, under the direction of the band councils. The Sûreté du Québec also provides a similar service to some aboriginal police services in Quebec;
- (iii) Stand-alone First Nations Police assume full responsibility for the policing of their community; and
- (iv) Band constables are appointed under the Indian Act to enforce band by-laws, but are not fully sworn police officers. There are band constable agreements scattered throughout New Brunswick, Manitoba and Alberta.

Community Policing

Community policing has become popular in the last few years. It involves the police forces working closely with their communities to come up with solutions. The community policing strategy focuses on meeting the security needs of the community instead of the more traditional reactive approach of 'law enforcement'. Community policing has been described as:

"... the working together of police officers and private citizens in creative ways that will lead to solving community problems leading to an improvement of the quality of life." ⁴ (Dantzker and Mitchell, 1995: 153)

Community policing emphasizes more police officers 'on the street', in order to be in touch with what is going on in the community and to be visible to the public. The focus is on preventing 'street crime' such as break and enters, robberies, thefts, assaults, etc. During the past few years, cutbacks in policing have been more substantial in the higher ranks than in the constable ranks, meaning that the number of police officers "on patrol" has decreased at a lesser rate than the overall police strength.

A number of joint efforts between the communities and the police have taken place over the years. Neighbourhood Watch is a good example of how the community and the police work together in the prevention of property crimes around the home. Other volunteer programs are present in many communities and may include such activities as resident volunteers patrolling the streets at night to notify police of suspicious activity.

Private Policing

Figures from the 1991 Census revealed that private security employees out-numbered police officers by at least two to one. In the 20 years between 1971 and 1991, the number of private security guards more than doubled (126%), compared to an increase of only 41% for police officers over the same period.⁵

The general role of the police officer is to serve and protect the public whereas the role of private security is to serve the interests of the client. Police officers have set jurisdiction and geographical boundaries for public areas while private security agents protect the private property of their clients.

The line between public police and private security is becoming blurred. The movement to privatize areas as a result of shrinking public resources can have an impact on policing:

"...new wealth is being used to privatize what were formerly public spaces. Condominiums, stadiums, arenas, shopping malls, and theme parks are private spaces that formerly did not exist or were public. As more and more space is privatized, this will have a profound effect on police jurisdictions.... The result is that public police jurisdiction is shrinking as private police jurisdiction is expanding"⁶ (Stansfield 1996: 212-213)

⁴ Dantzker, Mark L. and Mitchell, Michael P. *Understanding Today's Police*. Scarborough, Ontario: Prentice-Hall Canada, Inc., 1995.

⁵ Campbell, G. and Reingold, B. "Private Security and Public Policing in Canada". *Juristat* Vol. 14, No. 10. Statistics Canada: Canadian Centre for Justice Statistics, 1994.

⁶ Stansfield, Ronald T. *Issues in Policing: A Canadian Perspective*. Toronto: Thompson Educational Publishing Inc., 1996.

Private security personnel are often hired to investigate frauds, petty thefts and other 'white collar' crime in the corporate sector. Corporations may feel that they have more control over the investigation and the punishment (e.g. firing employees) of such crimes, by hiring private security personnel. In some instances, businesses may feel that they are not receiving adequate protection from the police and they may hire private security firms to police their area as a "visible deterrent" to crime.

Cost-Recovery/Fee-for-Service

Police forces, like many other social agencies, are trying to recover some of their costs where possible. Police provide a number of services to the community outside of law enforcement and security that are being cost-recovered or charged at a fixed rate. These include services to the community such as: screening for employment, screening for volunteers, security clearance checks, responding to false alarms, fingerprinting, and others. Other types of cost-recovery activities include requests under the Freedom of Information and Privacy Act, permits and licenses, identification photos, audio and video tapes, accident and occurrence reports, insurance confirmations, etc. The costs associated with these activities may vary from a fixed fee to an hourly rate for the service⁷.

Methodology - Coverage

This report is based upon data collected through the "Police Administration Statistics Annual Survey" conducted by the Canadian Centre for Justice Statistics. This survey is the primary mechanism for the collection of national statistics on personnel and expenditures from municipal, provincial and federal police forces. More information is collected than is presented in this report and can be provided for special reports or individual requests.

1986 revision – The survey was revised in 1986 to collect police department expenditures as well as more detailed information on police personnel and functions. As both the old and revised surveys were run simultaneously in 1986, it was possible to examine the effects of the revised survey. An analysis of the data revealed that there were some minor differences in the distribution of police personnel between the two surveys. In order to correct these methodological differences, the data presented in Table 6 prior to 1986 have been adjusted at the national level.

1996 revision – In 1996 changes were made to the effective date for collecting personnel strength, moving from September 30th to June 15th. School crossing guards were added to the survey in 1996 and adjustments were made to civilian personnel to account for these additions, back to 1986. Other changes to the survey involved the expenditure section. Expenses associated with the purchasing and leasing of vehicles are to be included only if they are part of the operational budget of the police force. On the earlier survey, all expenses related to the purchase and lease of vehicles were included, regardless of the type of budget. Therefore, some differences in expenses between the current survey and the earlier one may be attributed to the capital purchase of vehicles. Also on the new survey, benefits were expanded to include those paid by other government sources. The loss of expenses due to the capital purchases of vehicles and the gain of expenses due to the inclusion of benefits paid by other government sources were examined in detail. It was estimated that these revisions accounted for an overall change of less than 1%.

Coverage – All public municipal and provincial police forces and the Royal Canadian Mounted Police are included in the report. The following federal policing agencies are excluded; the Canadian Security Intelligence Service, Ports Canada, railway and military police. Federal and provincial government departments deploying personnel to enforce specific statutes in the areas of income tax, customs and excise, immigration, fisheries and wildlife are also excluded. Private security guards and investigators continue to be beyond the scope of this survey, although they are discussed in general terms in the report.

Populations – Population figures are from the Demography Division of Statistics Canada and represent postcensal or intercensal estimates. Population data are regularly updated and, as such, rates published in this report may differ slightly from rates published in earlier reports.

⁷ Law Enforcement and Records (Managers) Network (LERN). *Fees Analysis*. Unpublished report, 1996.

Police Personnel and Expenditures in Canada – 1996 and 1997

Comparability of data among forces – A major limitation of the survey data pertains to the comparability of costs among police forces. Any comparisons among forces should be done with caution as only those expenditures paid from a police department's budget (with the exception of benefits) are reflected in this report. As an example, for some forces and not others, accommodation costs, support and maintenance costs or costs associated with by-law enforcement and court security are paid for by the municipality rather than the police department. Similarly, RCMP municipal contract expenditures do not include the cost of municipal employees provided to the RCMP by the municipality. Also, there may be other policing costs to the municipality, where an RCMP contract is in effect, which are over and above the contract billing cost, that are not included in this report.

Table 6
Trends in Police Personnel¹ and Expenditures, Canada, 1962 - 1997

Year	Population ²	Police Officers	Civilian Personnel	Total Personnel	Police Civilian Ratio	Population Per Police Officer	Police Per 100,000 Population	Actual ³ Criminal Code Incidents	Incidents per Officer	Total Expenditures	Per Capita Cost
	000's									\$000's	\$
1962	18,583.0	26,129	5,699	31,828	4.58	711.2	140.6	514,986	19.7	..	..
1963	18,931.0	27,333	5,935	33,268	4.61	692.6	144.4	572,105	20.9	..	..
1964	19,291.0	28,823	6,655	35,478	4.33	669.3	149.4	626,038	21.7	..	..
1965	19,644.0	30,146	7,133	37,279	4.23	651.6	153.5	628,418	20.8	..	..
1966	20,014.9	32,086	7,583	39,669	4.23	623.8	160.3	702,809	21.9	..	..
1967	20,378.0	33,792	8,018	41,810	4.21	603.0	165.8	784,568	23.2	..	..
1968	20,701.0	34,887	8,351	43,238	4.18	593.4	168.5	897,530	25.7	..	..
1969	21,001.0	36,342	8,963	45,305	4.05	577.9	173.0	994,790	27.4	..	..
1970	21,297.0	37,949	9,936	47,885	3.82	561.2	178.2	1,110,066	29.3	..	..
1971	22,026.4	40,148	10,597	50,745	3.79	548.6	182.3	1,166,458	29.1	..	..
1972	22,284.5	41,214	11,762	52,976	3.50	540.7	184.9	1,189,805	28.9	..	..
1973	22,559.5	43,142	12,297	55,439	3.51	522.9	191.2	1,298,551	30.1	..	..
1974	22,874.7	45,276	12,085	57,361	3.75	505.2	197.9	1,456,885	32.2	..	..
1975	23,209.2	47,713	13,794	61,507	3.46	486.4	205.6	1,585,805	33.2	..	..
1976	23,517.5	48,213	14,377	62,590	3.35	487.8	205.0	1,637,704	34.0	..	..
1977	23,796.4	48,764	15,231	63,995	3.20	488.0	204.9	1,654,020	33.9	..	..
1978	24,036.3	48,705	15,749	64,454	3.09	493.5	202.6	1,714,297	35.2	..	..
1979	24,276.9	48,990	15,001	63,991	3.27	495.5	201.8	1,855,271	37.9	..	..
1980	24,593.3	49,841	16,410	66,251	3.04	493.4	202.7	2,045,399	41.0	..	..
1981	24,900.0	50,563	16,999	67,562	2.97	492.5	203.1	2,168,201	42.9	..	..
1982	25,201.9	50,539	17,738	68,277	2.85	498.7	200.5	2,203,668	43.6	..	..
1983	25,456.3	50,081	17,342	67,423	2.89	508.3	196.7	2,148,633	42.9	..	..
1984	25,701.8	50,010	17,503	67,513	2.86	513.9	194.6	2,147,657	42.9	..	..
1985	25,941.6	50,351	17,702	68,053	2.84	515.2	194.1	2,174,175	43.2	3,542,240	137
1986	26,203.8	51,425	18,273	69,698	2.81	509.6	196.3	2,277,749	44.3	3,772,217	144
1987	26,549.7	52,510	19,558	72,068	2.68	505.6	197.8	2,368,956	45.1	4,027,809	152
1988	26,894.8	53,312	19,407	72,719	2.75	504.5	198.2	2,390,007	44.8	4,389,414	163
1989	27,379.3	54,233	19,526	73,759	2.78	504.8	198.1	2,425,936	44.7	4,684,760	171
1990	27,790.6	56,034	19,259	75,293	2.91	496.0	201.6	2,627,193	46.9	5,248,530	189
1991	28,120.1	56,774	19,440	76,214	2.92	495.3	201.9	2,898,988	51.1	5,426,887	193
1992	28,542.2	56,992	20,059	77,051	2.84	500.8	199.7	2,847,981	50.0	5,716,833	200
1993	28,946.8	56,901	19,956	76,857	2.85	508.7	196.6	2,735,626	48.1	5,790,165	200
1994	29,255.6	55,859	19,492	75,351	2.87	523.7	190.9	2,646,209	47.4	5,783,656	198
1995	29,617.4 ^r	55,008 ^r	19,259	74,267 ^r	2.86	538.4 ^r	185.7 ^r	2,636,252 ^r	47.9 ^r	5,808,607 ^r	196
1996	29,969.2 ^r	54,323 ^r	19,603 ^r	73,926 ^r	2.77	551.7	181.3	2,624,148	48.3	5,856,055	195
1997	30,286.6	54,699	19,675	74,374	2.78	553.7	180.6	..	..	..	..

.. Figures unavailable

^r Revised figures

¹ A new survey was implemented in 1986. To maintain historical continuity, figures prior to 1986 have been adjusted.

² 1962-1970 final intercensal estimates at June 1st; 1971-1990 revised intercensal estimates at July 1st; 1991-1992 final postcensal estimates at July 1st; 1993-1996 updated postcensal estimates at July 1st; 1997 preliminary postcensal population estimates at July 1st.

³ Data provided from the Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics. Excludes Criminal Code traffic incidents.

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics

Police Personnel and Expenditures in Canada – 1996 and 1997

Table 7

Police Officers¹ by Level of Policing, 1997

Province/ Territory	Population ² 1997	Municipal and Provincial (Non-RCMP)		RCMP				Total	Total Police Officers	% Change 1996 - 1997	Police Officers Per 100,000 Population
		Municipal	Provincial	Municipal	Provincial	Federal	Other ³				
	000's									%	
Nfld	563.6	...	318	...	377	70	29	476	794	-4.5	141
P.E.I.	137.2	84	...	7	88	19	6	120	204	-0.5	149
N.S.	947.9	766	...	56	602	147	53	858	1,624	-0.5	171
N.B.	762.0	678	...	74	384	109	59	626	1,304	0.8	171
Que	7,419.9	8,938	3,821	...	...	937	47	984	13,743	-0.3	185
Ont. ⁴	11,407.7	14,205	4,316	...	...	1,554	185	1,739	20,260	0.4	178
Man.	1,145.2	1,322	...	175	533	155	45	908	2,230	0.7	195
Sask. ⁵	1,023.5	754	...	195	666	192	65	1,118	1,872	-1.9	183
Alta.	2,847.0	2,490	...	634	901	342	111	1,988	4,478	0.8	157
B.C.	3,933.3	1,999	...	2,429	1,384	682	253	4,748	6,747	5.1	172
Yukon	31.6	...	...	...	92	22	8	122	122	8.9	386
N.W.T.	67.5	...	...	...	205	19	22	246	246	-1.6	364
RCMP Headquarters and Training Academy	...	...	...	...	...	399	676	1,075	1,075	1.6	...
Canada	30,286.6	31,236	8,455	3,570	5,232	4,647	1,559	15,008	54,699	0.7	181

... Figures not applicable

¹ Represents actual police officer strength as of June 15, 1997.

² Preliminary postcensal estimates for 1997, Demography Division, Statistics Canada.

³ Includes Canadian Police Services and Departmental and Divisional Administration.

⁴ Excludes personnel from RCMP Headquarters. The Ontario Provincial Police provide all provincial policing services in Ontario and deploy 414 officers to provide municipal policing under contract.

⁵ Excludes personnel from RCMP Training Academy.

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Police Personnel and Expenditures in Canada – 1996 and 1997

Table 8

Total Expenditures¹ on Policing, 1996

Province/ Territory	1996 Population ²	Municipal and Provincial Policing				Federal & Other RCMP Policing Costs			
		Municipal ³	Provincial ³	Total	Per Capita Cost	Federal Portion of Contracts ⁴	Federal Policing Costs	Other RCMP expenditures ⁵	Total expenditures
	000's	\$000's	\$000's	\$000's	\$	\$000's	\$000's	\$000's	\$000's
Nfld. ⁶	571.7	...	55,410	55,410	97	15,830	10,662	3,973	85,875
P.E.I.	136.7	6,574	7,104	13,678	100	3,210	2,309	265	19,462
N.S.	943.2	56,895	46,975	103,870	110	22,075	16,316	3,948	146,209
N.B.	762.0	60,182	32,173	92,355	121	16,005	13,546	2,237	124,143
Que.	7,388.0	847,820	441,056	1,288,876	174	...	122,353	4,525	1,415,754
Ont. ⁷	11,258.4	1,456,283	465,887	1,922,170	171	...	192,513	43,801	2,158,484
Man.	1,140.4	117,262	46,757	164,019	144	25,536	19,488	5,188	214,231
Sask. ⁸	1,019.6	84,837	56,900	141,737	139	29,896	18,593	5,295	195,521
Alta.	2,793.3	285,667	76,628	362,295	130	47,053	39,662	11,892	460,902
B.C.	3,857.6	366,354	117,235	483,589	125	76,414	78,618	3,463	642,084
Yukon	31.4	...	8,884	8,884	283	4,273	2,765	1,106	17,028
N.W.T.	66.8	...	27,420	27,420	410	13,105	2,854	2,155	45,534
RCMP Headquarters and Training Academy	...	...	...	...	...	...	140,489	190,338	330,827
Canada	29,969.2	3,281,874	1,382,429	4,664,303	156	253,397	660,168	278,186	5,856,055

... Figures not applicable

¹ Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets and benefits paid from other sources. Revenues and recoveries are excluded.

² Updated postcensal estimates for 1996. Demography Division, Statistics Canada.

³ Figures include the amount billed to the province, territory or municipality for RCMP contract policing and not the total cost of the contract. See tables 9 and 10 for details.

⁴ Figures represent the federal portion of RCMP municipal and provincial contracts. See Tables 9 and 10 for details.

⁵ Provincial level totals include Divisional Administration which are excluded in policing contracts. Law Enforcement Services and departmental administration are included under RCMP Headquarters.

⁶ Provincial policing figures include both the Royal Newfoundland Constabulary and the RCMP.

⁷ Excludes RCMP Headquarters.

⁸ Excludes RCMP Training Academy

Note: Totals may not add up due to rounding.

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Police Personnel and Expenditures in Canada – 1996 and 1997

Table 9

Expenditures on Municipal Policing¹ 1996

Province/ Territory	Municipal (non-RCMP)			RCMP Municipal Contracts ²					Total Expenditures on Municipal Policing
	No. of Police Forces	Population ³ Policed	Total Expenditures	No. of Police Forces	Population ³ policed	Municipal Expenditures	Federal Expenditures	Total Expenditures	
		000's	\$000's		000's	\$000's	\$000's	\$000's	\$000's
Nfld.	...	...	...	...	...	...	...	...	...
P.E.I.	4	50.5	6,187	2	8.0	387	166	553	6,740
N.S.	17	352.2	53,558	10	34.9	3,337	1,430	4,767	58,325
N.B.	23	337.2	55,521	12	55.6	4,661	1,641	6,302	61,823
Que.	152	5,735.3	847,820	...	...	...	...	...	847,820
Ont. ⁴	139	9,428.0	1,456,283	...	...	...	...	...	1,456,283
Man.	9	712.3	107,198	23	110.5	10,064	4,316	14,380	121,578
Sask.	17	498.6	73,367	34	150.3	11,470	3,977	15,447	88,814
Alta.	11	1,614.2	246,868	63	563.2	38,799	11,495	50,294	297,162
B.C.	12	1,102.8	207,913	56	2,016.9	158,441	24,471	182,912	390,825
Yukon	...	...	...	...	...	...	...	...	...
N.W.T.	...	...	...	...	...	...	...	...	...
Canada	384	19,831.1	3,054,715	200	2,939.4	227,159	47,496	274,655	3,329,370

... Figures not applicable

¹ Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets, with the exception of benefits.

Revenues, recoveries and capital expenditures are excluded.

² Under the 1996 contract, municipalities under 15,000 were billed 70% of total costs. Municipalities of 15,000 population and over were billed 90% of total costs.

Contract costs exclude employees the municipality provides to the RCMP.

³ Updated postcensal estimates for 1996 at the Census Subdivision level. Demography Division, Statistics Canada.

⁴ Expenditures for OPP municipal contracts are included under "Municipal (Non-RCMP)".

Note: Totals may not add up due to rounding.

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Police Personnel and Expenditures in Canada – 1996 and 1997

Table 10

Expenditures¹ on Provincial/Territorial Policing, 1996

Province/ Territory	Provincial Police (Non-RCMP)	RCMP Provincial/Territorial Contracts			Total Expenditures on Provincial/Territorial Policing
		Provincial ² Cost	Federal ² Cost	Total (100%)	
	\$000's	\$000's	\$000's	\$000's	\$000's
Nfld. ³	20,981	34,429	15,830	50,259	71,240
P.E.I.	...	7,104	3,044	10,148	10,148
N.S.	...	46,975	20,645	67,620	67,620
N.B.	...	32,173	14,364	46,537	46,537
Que. ⁴	441,056	...	...	...	441,056
Ont. ⁵	465,887	...	...	...	465,887
Man.	...	46,757	21,220	67,977	67,977
Sask.	...	56,900	25,919	82,819	82,819
Alta.	...	76,628	35,558	112,186	112,186
B.C.	...	117,235	51,943	169,178	169,178
Yukon	...	8,884	4,273	13,157	13,157
N.W.T.	...	27,420	13,105	40,525	40,525
Canada	927,924	454,505	205,901	660,406	1,588,330

... figures not applicable

¹ Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets, with the exception of benefits. Revenues, recoveries and capital expenditures are excluded.

² The provincial/territorial portion of policing contracts is 70% and the federal portion is 30%; however some administrative costs have been added to the federal portion, so therefore the provincial/territorial portion may appear slightly lower than 70% on this table.

³ The Royal Newfoundland Constabulary shares provincial policing in Newfoundland with the RCMP. The Constabulary polices approximately 37% of the population and the RCMP the remaining 63%.

⁴ The Sûreté du Québec provides all provincial policing in Quebec.

⁵ The Ontario Provincial Police provide all provincial policing in Ontario.

Note: Totals may not add up due to rounding.

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics.

Canadian Centre for Justice Statistics

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